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# NEW city Government

herman turkstra



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Hamilton, Ontario





# NEW city Government

herman turkstra



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141 James Street South  
Hamilton, Ontario



February 26, 1973.

NEW CITY GOVERNMENT

C O N T E N T S

Introduction.

1. The New City Government. An essay on what City Government is all about. It is sort of a report on what I learned when the taxpayers of Hamilton sent me around the country.
2. Letter to the Board of Control. (The one that disappeared.)
3. Letter to the Editor. This was an attempt to outline an alternative to the provincial plans.
4. Notes for a Speech on Community Councils.
5. Policy Paper on Regional Government. This was circulated to all county and city council members last fall and went nowhere.
6. Analysis of some other region's Power Distribution. (Compliments of your provincial government.)
7. A Two Year Old Article which went nowhere.
8. Two Maps Showing How the City and the County Could be Broken Into Boroughs.
9. Option III.
10. The Best One Page Description of Goals Anywhere. (Compliments of your provincial government.)





-INTRODUCTION-

This all started out as my parting shot at the people who helped in my election campaign - a wrap up report of some of the things I learned in the two year course in political science given me by the citizens of Hamilton. Several people interested in community action asked for copies and after sending out a few extra copies, the printing cost got out of hand.

So---Carol Smith, of Booksmith Inc. undertook to handle the publishing and the distribution on the understanding that the selling price would cover the printing, collating and handling costs.

Most of what I've written is an attempt to move the discussion of Regional Government out to a broader base. It is too important to have it all focused in City Hall.

This collection contains too many words, but somewhere in it I hope there is something that will spark the interest of more people in the local government we own.

These essays and letters can be summarized in four themes:

1. The imposition of Regional Government is a once-in-a-lifetime chance to get some basic reform of our local government.
2. Hamilton and Wentworth (without Burlington) have the strength and resources to be a great municipality of approximately 500,000 people and that's big enough and it's also small enough to design a local government controlled by the residents.
3. The present City-County structure gives Dundas, Ancaster and Saltfleet more responsive government than it gives to people in the City and the City should be broken into boroughs to create government units dealing with local issues that the citizens can control.
4. Local community councils, rate payers groups and neighbourhood councils are a ready-made base for local government and their use should be expanded and strengthened.

Whether you agree or disagree, I hope the enclosures will prompt you to start to make the Regional Government issue - the government reform issue - your issue.

March 15, 1973

Herman Turkstra





## THE NEW CITY GOVERNMENTS

1.

From one side of Canada to another, while the reporters, analysts, television broadcasters and editorial writers were spending millions of words on national and provincial politics, a major shift in emphasis has been taking place right under their collective media noses and with very little public attention.

Like some half-buried, musty, prehistoric relic, City Government, that little sister to the big governments, is starting to rise, flex her muscles, look around in the twentieth century and find herself not yet extinct. On the contrary, a small but growing number of interested observers are starting to see that of all levels of government in a bureaucratic technological society, City Hall has the greatest promise of being responsive, interesting and productive.

This would have come as no surprise to the people who lived in the ancient city states. For them it was after all, cities first, and then nations. The line is a proud one. Babylonians were attached to their City as their primary identity. Athens, Sparta, Rome, were cities first and then nation centres. It was the Industrial Revolution and its creature the Industrial nation-state, built to facilitate commerce and manufacturing, that almost dealt the finishing blow to city government. By the time the early settlers came





to Canada, local government in the Western world was almost powerless and the vast open spaces of North America, thinly spread with a veneer of scattered populations, did nothing to endear city life or city government to the loyalties of our first generations. We ended up with a government structure dominated for decades by rural areas and focussed on the national and provincial capitals.

In the last few years, with our population moving into the big urban centres in increasingly larger proportions, there are many signs that a basic change is coming. Many of us have started to realize that the federal and some provincial governments have become large amorphous masses, complete with serial numbers for an entire 20 million population, with a set of legislators at the top but not really in control, and with a structure and momentum that no single one of us can influence.

Very few people believe that they can really change one iota of the course of federal and provincial governments. But it is possible to believe that one or two or a dozen individuals can get their city government to move in one direction or another, or at the very least, that they can influence it. There is a growing awareness that in the 1970's it may be possible after all to build and live in a community whose boundaries are known, and where one can live in a reasonable





sized community, and keep the advantages of the Big City. There are little testimonials every day in every large city that citizens are willing to take time and to work to make something of their neighbourhood despite the seemingly insurmountable obstacles of traffic, pollution and noise.

In 1971, the Community Planning Association of Canada polled over 60,000 people from coast to coast and after a careful survey reported that "Canadians have a major concern for the future of their cities. Although Canadians are aware of the various levels of Government, it is the local level (because of its immediacy) to which they relate. Most Canadians want a strengthening of local government."

In its subsequent brief to the Federal Government, CPAC went on to say: "There is a drift toward centralization. Yet there is no proof that this will be more efficient, or more desirable. It is happening, not necessarily because people like it, but because a few civil servants are pushing it and no one is fighting it, or suggesting a viable alternative. A viable alternative must come from the strengthening of local government. The only level of government which can provide people with the quality of life which they are seeking -- each with his own definition -- is the local government."

One response to this drive to control our own local quality of life, and one area in which there has been a





definite strengthening in the last few years, has been in the character of the men and women opting for City Council as their choice for public service. If City government is set up just to pick up the garbage, bring in the water and pipe away the sewage, then a reasonably competent staff can be overseen by virtually any group of seven or eleven or twenty-one men or women dropping in every two weeks to see how things are going.

But if City government is the place where goals for the community are to be clearly formulated, where programmes are designed to meet those goals, and where the financial control of property tax is treated as a tool to be used to set the tone and character of a community, then capable people will find City Hall a real challenge. Fortunately, people are coming to city politics to meet that challenge.

Ivor Dent, the Mayor of Edmonton, a university professor and a man described once as the ranking capitalistic socialist on the prairies, arrived in office after, among other things, chairing a task force on the decentralization of social services. Allan Obrien moved easily from the post of Mayor of Halifax to the teaching of municipal affairs at Western University in London. Dennis Newman, businessman, defeated as a candidate for the federal parliament, campaigns for the job of Mayor of Whitby, wins, and then goes on with the aid of an intensive French language course to become the President of the Canadian





Federation of Mayors and Municipalities and the leader of the Cities' delegation to the first federal-provincial-municipal conference in Canada's history. Had he been elected to Parliament, he might have spent his days and years languishing in some back bench in Ottawa.

One of the best of the new breed of municipal politician in the 70's is Rod Sykes, land developer-chartered accountant, turned populist mayor of Calgary. Despite the limitations of a form of government that gives him one vote in council, and no party majority to fall back on, Sykes has had no hesitation in venturing in to broad policy fields. In one two week period this past September, he appeared in front of a provincial milk board to oppose the dairies' applications for rate increases, before a special committee of the provincial legislature dealing with Workmen's Compensation, and then put it all in context in a speech to the Transportation Club of Calgary. Speaking of the dozens of boards and commissions set up to regulate everything from railways to energy resources, Sykes said, "Who appears there for the consumer, for the general public? Not the M.P. Not the M.L.A. By default this responsibility is coming to rest on the shoulders of City government." And he does not hesitate to accept it.

When I spoke to him after that speech, he had no difficulty in distinguishing his kind of administration from the bread and circuses routine that often characterized some





Canadian cities, and he found no difficulty in expressing a consistent and coherent view of local government. "The first thing to remember," he told me, "is that City government is government, and like all government it is more than just administration. It is one policy making unit with broad policy responsibilities. For example, housing policy is almost exclusively a job for Cities. CMHC is simply funnelling back to the cities the money raised from the city dwellers. Similarly, social programmes are a part of a City's responsibility."

There are other men who have come to municipal politics with that combination of wanting to make the system work, to make the City satisfy a broad range of the needs and hopes of its citizens, and the capacity to understand the system. These men do not readily buy the traditional sales pitch of the municipal politician who sold himself under the Chamber of Commerce banner of progress, more construction, more circuses. They are selling instead a concept of a life style, conservation of a quality of life, and they are making their points with the people. Peter Paulin, the successful car dealer who holds down the job of being Mayor of Victoria, B.C., has looked all the old shiboleths of unlimited expansion in the eye and found some of them wanting. Much of the same approach is taken by some of the leading aldermen in Toronto, men such as Bill Kilbourn, one of the true conservatives around in the sense of battling to conserve the existing values, like John Sewell and David Crombie,





all men who could if they wanted, be elected to a federal or provincial seat, but who see the action where its at, in City Hall.

Out of the desire to get things done, has come a frustration with the one man one vote, no party politics system in most cities. And while almost no one talks about national parties, there is a lot of talk about City-wide slates. Rod Sykes has stated publicly that he will not run again without a slate of council members who together can put forward a clearly stated programme. "The only man who campaigns City-wide for Calgary's council is the Mayor. And since I'm the only one who has to campaign on city-wide issues, I'm the one who is generally held responsible for the direction of the City, and yet I have only one vote in Council. That has to change."

It was Sykes who sent me to talk to the Mayor of Quebec City, one of the few mayors in Canada who is part of a slate with a programme (disregarding Montreal which has substituted Expo, the Olympics and a baseball team for good water, decent sewage, adequate housing and responsive government). Going to interview the Mayor of Quebec City, Gilles Lamontagne, is much like dropping in to see a senior cabinet minister in a provincial government. The surroundings are carefully stated elegance and the arrangements for the appointment are handled





smoothly by quietly efficient staff. The Mayor demonstrates a deep sense of the significance of his job and is not above remarking to members of the provincial government that the people could easily get along for at least two weeks without the provincial government, but they could not go for more than one day without their city government.

It was civic party politics that took Lamontagne away from a successful business career and into the Quebec City Hall and he and his colleagues have since honed it into a fine art. In the 1969 election, his "Progres Civique" party took every one of the council seats and the mayor's chair in a civic election that saw over 60% of the electors turn out and vote.

He speaks easily and comfortably about government theory, federal-provincial-municipal affairs, the relationship between the city's role in delivering essential services to its role in building a community by supplying social services and he is careful to distinguish civic politics from the parties that operate federally and provincially. "We have to deal with different governments at different times, successive premiers and prime ministers. It would not be to our advantage to be identified with any of the established parties." A sign of the self-confidence of the Lamontagne administration is that it has ventured to meet head-on the challenge of participatory





democracy. It starts with its commitment to go to the people with programmes that are clearly set out at election time, and then during its term of office, to deliberately encourage public involvement. While he has been the target of some criticism by the media and some citizen group members, and while he is absolutely firm that the final decisions are made by council and not by referendum, Lamontagne has clear techniques for promoting public discussion of issues between the time the administration view is drafted and the time the final decision is made in party caucus or Council. From a public meeting to discuss the budget before its adoption, to making city staff available to citizen groups for information and debate, to scheduling open door sessions with the Mayor on a regular basis, the Quebec City administration carries out its campaign pledge to involve the public. Slightly aristocratic, smooth running, and politically successful, the party system in Quebec City has provided a way to create a satisfying environment for political public service and the necessary candidates have materialized.

This new cross country interest in City Hall has brought into focus that perhaps the single most important factor in determining the shape and power of City government is the attitude of the City's provincial government. Provincial politicians and staff like to say that municipalities are the children of the Province. Sykes put the City Hall position differently.





"A successful premier needs good mayors. People develop their basic attitude toward all government by their relations with their own City."

The N.D.P. governments seem to be leading in this field. First the Manitoba government of Premier Ed Schreyer produced a clearly stated provincial policy which made direct community participation in city government a major policy plank. Then it produced a system of government for Winnipeg that tried to ensure that its government would be responsive to the needs of the various communities in the City. More recently, David Barrett, the new premier of B.C. was quick to point out immediately after his election that his government's policy towards Cities would be one of fraternalism, not paternalism.

The situation in Ontario is not clear. As the Ontario government moves to create regional city governments across the province, it is difficult to find any commitment to producing a consistent policy on the nature of local government. A recent analysis of the variations in the structures and powers of the regional governments took pages of small print, and there is a nagging suspicion in the minds of many civic politicians that the policy of the civil servants in the Ontario Government is to produce a series of local governments that are easy to control in order to facilitate the central planning of the entire province by the very same provincial civil servants. One symptom





has been the tension that has developed between the government of Toronto and the government of Ontario, a tension that has been known to take destructive turns.

When I recently asked both premier Davis and his then Minister of Intergovernmental Affairs, D'Arcy McKeough, to state in simple terms their government's goals for the nature and structure of city government, they referred me to speeches they had made in June, 1972. Both speeches were subsequently bound by the government and entitled "design for Development-Phase Three". It is hard to find in either speech, or in government documents generally, a consistently expressed philosophy of the role of local governments, although the wish to do so seems to be there. In a letter written in August, Mr. McKeough said that, "What has happened is that some provincial agencies charged with a particular responsibility have found it necessary to exert more control in specific fields in order to develop an effective programme. In large part the reasons for this action resolves around the inappropriate structure of local government to handle many modern problems. We recognize that at times progress has been slow, but we are determined to make the municipality a strong and viable level of government."

Quebec, another province with a king size series of problems in organizing city government, also seems to be running into difficulties in carrying out a clear policy on the future shape and function of city government. A 1969 White Paper





by Maurice Tessier, Quebec Minister of Municipal Affairs, spelled out in relatively straight-forward fashion proposals for reform, new structures, and a redefinition of municipal powers. Yet unfortunately that policy statement has run into some difficulty and that province appears to now be approaching reform on a piece-meal basis not unlike the Ontario process.

For its part, the Federal Government, sensing the new level of concern at the municipal level, formed the Urban Affairs Secretariat in 1971. Born in a haze of provincial suspicion and muted jealousy, and then given the responsibility for analyzing the impact of all federal policies on city life, the Secretariat was soon taken over by the super-manager mentality, who then found the series of interlocking problems so complex that the new Department was almost wrecked by dissension and intrigue. It has had to train another group of civil servants in the fact that the control of the dynamics of thousands of people living together is not easily gained by absentee highly placed central theoreticians. It may be heard from in 1980.

Well, where is all of this taking us. One of the results of a high standard of living, of increased leisure time, and of a generally advancing level of education must be the involvement of this well paid, better educated citizenry in the development of the character of its own community. To be responsive to the needs of its citizens, the City has to have the power to meet its responsibilities. To earn this power it





needs men and women in public office capable of winning that power from provincial governments and then handling that power competently. To attract such men and women, the citizens have to demonstrate their support for responsive and capable city government. Little bits and pieces of all these factors are surfacing in increasing numbers across Canada and combining with a new city phenomena, the sense of neighbourhood or community awareness. City residents are starting to see that we may now have the chance of living with perhaps eight or ten thousand other people in a new form of urban community, of having a part in the community decisions that affect our own life styles and that of our families, of having these communities linked together to form the broadly based multi-cultural city of the twentieth century, governed by councillors dedicated to making the urban way a good life for human beings. In all this ferment there is real hope.





h.  
FEB 20 1973

HERMAN TURKSTRA

142 James Street South  
Hamilton, Ontario.

February 20, 1973.

The Mayor and Members of  
The Board of Control  
The City of Hamilton  
City Hall  
HAMILTON, Ontario.

Dear Mr. Mayor, Ms. Jones and Gentlemen:

There are 302,000 people living in this City and some 90,000 people in the County. Almost 400,000 people, 500,000 by 1980.

Together we are big enough and we have enough resources of people, brains, industry, commerce, sports, education, the arts to make the best medium size municipality in Canada.

We've been treated rather casually by the Provincial Government, but only because we did not assume any leadership in moulding our own form of government.

The advent of Regional Government is an exceptional opportunity to involve all of the City and the County in re-examining the kind of local government we should have for the future. The needs of 1875, 1910, 1930 even 1950 are just not relevant anymore.

We do not need an advertising agency plugging one form of government. We do not need an unrepresentative group hastily assembled and financed by Council. We need to develop a form of government that the people understand and want.





The Mayor and Members of  
The Board of Control

February 20, 1973.

I ask you to consider that the time has come to stop hammering at Arthur Meen and the Toronto boys and start developing a structure that will respond to the needs of the people in Hamilton and Wentworth. This can be done by a number of simple steps.

1. DELIVER INFORMATION NOT PETITIONS  
AND PROPOGANDA:

I think that the people of the City are entitled to have in their hands, a clear description of the alternatives for Regional Government, starting with the Steel Commission recommendations and including last fall's County Brief, the current position of the Board of Control (whatever that is), the Provincial proposals and any other serious proposal that is now in the air.

These alternative proposals should be described simply by reference to maps and illustrated graphically so they can be understood easily. Each of the alternatives should then be analyzed under a number of headings such as, for example: what will each alternative mean in terms of an average resident's taxes on the long term and on the short term; what will each proposal mean in terms of access for the citizens to the decision-makers, what will each proposal mean in terms of organization of the civil servants and the delivery of municipal service at a reasonably efficient manner; what will each of the alternatives do, if anything, for our own concept of ourselves as a municipality and in relationship to other governments such as the Federal and Provincial governments.

I would not be surprised if the Provincial Government would respond to a request for cost sharing in such a brochure on the understanding that it would be made available to all of the citizens of the City and the County and that it would be used to form the basis for intelligent discussion across the community.





The Mayor and Members of  
The Board of Control

February 20, 1973.

2. HOLD DISCUSSIONS IN THE FRAMEWORK  
OF EXISTING COMMUNITY UNITS:

If you genuinely wish to develop a sense of community participation and discussion of what surely must be the most important issue this City is going to face for the next ten years, there is already a structure in the City which is useful for the purpose of holding public meetings, not to be sold on concepts, but to discuss the alternatives in a rational, intelligent way. That structure exists in the combination of community councils and rate payers groups now in existence. That's a viable format for open discussion on the alternatives.

I'm sure that if the Provincial Government were approached to provide assistance in supplying a technical person to attend meetings around the City, arranged at the neighbourhood level, to discuss the proposals for Regional Government, those meetings would be well attended, constructive, and would, I think, eventually develop a consensus among the people of the City which could be reliably acted upon.

That would initiate a programme of true, public participation in an extremely vital issue.

3. BUILD A REPRESENTATIVE CITIZENS  
COMMITTEE TO OFFER LEADERSHIP:

There is in this City and in the County, a remarkable pool of capable phone-minded citizens in touch with the realities of living in Hamilton and in the surrounding areas. They have not been used and should be. It's easy to list just some of them - Beth Dunk from the Beach Strip, now in Saltfleet, Arch Altobelli of Rosedale, Frank Wetherston of Dundas, David Hector, of the Chamber, Don Moffat, Rene Wyatt from Strathcona, Ross Hall from Mac, Diane Dent from Durand, John Morris (because the people at the bottom end of the income scale are affected as well) - this type of citizen, far removed





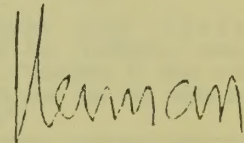
The Mayor and Members of  
The Board of Control

February 20, 1973.

from a Steel Company president living in another city will be a proper sounding board for proposals. If the City called for volunteers instead of packing the VOTER Committee, the whole thing might work.

There can be no greater honour for a City or a County Council than to have been responsible for designing a responsive, effective system of government - greater than building roads, greater than constructing buildings. You have a moment to be great. I hope it isn't wasted on empty slogans and propoganda.

Yours very truly,



Herman Turkstra

HT:bc





## I set up VOTER, Copps says

Formation of the VOTER group protesting regional government proposals for Hamilton-Wentworth was not a spontaneous citizens' reaction, Mayor Vic Copps confirmed yesterday.

He agreed the group was set up under his direction and that co-ordinator Rodger Inglis was appointed by him to lead it.

Mr. Copps was commenting — often angrily — on remarks by former controller Herman Turkstra about the VOTER (Volunteers Opposing a Toronto-Enforced Region), group and about secrecy surrounding city hall moves on regional government.

HE ALSO AGREED he had received a letter from Mr. Turkstra about regional plans but had not brought it before board of control because Mr. Turkstra's views did not coincide with the city's stand.

Mr. Turkstra's letter calls for regional union of the city and Wentworth county and forgetting about conscripting Burlington. The city's official position still is amalgamation with Burlington, even though the province has said repeatedly there is no chance of this result.

Said Mr. Copps: "We didn't discuss Herman's letter be-

cause we're not going to hold meetings to discuss things that would defeat the city's position.

"He's against our position so why should we make him a party to our discussions? He wants to sell the city down the river."

Of the VOTER setup, which Mr. Turkstra describes as "an unrepresentative group, hastily assembled and financed by council", Mr. Copps said:

"YES, I appointed Mr. Inglis to provide a vehicle for the hundreds of people asking what they could do.

"I would have given the job to Herman if he had supported our position, but of course he does not. He says Burlington shouldn't be in our region."

Asked if board of control, which has said it welcomes input of ideas on regionalism from all sources, will examine Mr. Turkstra's suggestions, Mr. Copps replied:

"No. He has nothing to offer while he won't support council's position on regional government."

MR. TURKSTRA protested about private meetings, saying the public has a right to know what moves the city is

making. Said Mr. Copps:

"The purpose of privacy is so we can negotiate the best deal for the city."

Controller Anne Jones, said of Mr. Turkstra's comments: "Herman is free and over 18 and can say what he wishes."





Suite 500,  
20 Jackson Street West,  
Hamilton 10, Ontario.

January 26, 1973.

The Editor,  
The Hamilton Spectator.

Dear Sir:

The announcement by the provincial government of its proposals for regional government give all the people of this area an unparalleled chance to radically improve our present system of municipal government, to make the system much better for its owners.

There are two or three ways you can judge a system of government. City government is created by us to serve our needs, ranging from fire protection to determining the character of our City through planning. The first test of any system is how well it does that job - the efficiency test. But as the owners of the organization we should have a second test - how successfully can we influence the direction and operation of the system - the democratic government test. The second test has two parts: how well can we influence the people we elect other than once every two or three years and, just as important, how well can our elected representatives control the machinery of government. Using these standards to judge the proposals might lead to rational discussion rather than antic and power plays.

We might as well at the start acknowledge that the Province is committed to changing part of the tax base of City governments away from its dependence on property tax and that the Province cannot enter into income tax sharing arrangements with dozens of little towns, villages and townships all across the Province any more than the Federal government could negotiate its tax sharing arrangements with all the cities and counties in Canada. So we are going to get regional government. It's the size and shape and kind that is important.

The decision to leave Burlington in the County of Halton is sensible for a number of reasons. It recognizes the historical relationship of Burlington to Halton and respects the deeply felt views of the majority of the residents in Burlington. To have included Burlington in Hamilton would have added another large group of politically powerful citizens to further strain the resources of Hamilton to meet the present needs of its own people. The exclusion of Burlington from the Hamilton Region will make it easier to build a strong united municipal government here, one that will be better able to meet the problems of the City and to negotiate and deal with the provincial government in the future.





Constructive discussion should centre on the kind of government Hamilton and Wentworth should end up with. Those of us who live in Wentworth County have already had experience with one tier government. Several years ago the Province imposed a unified Board of Education for the Flamboros, Dundas, Glanford, Saltfleet, Beverly and Stoney Creek and wiped out all the local boards. The results are worth noting.

In the days when we in West Flamboro, for example, had our own School Board, we had five trustees for seven schools. Now we have one trustee for the same number of schools. Of real importance is that our one trustee now has to concern himself not just with our seven schools but with all schools throughout the County, with negotiating with teachers and administrative staff on a large scale, with maintenance and bussing for dozens of schools: one-fifth of the representation for ten times the responsibility.

If I stand at the Dundas lookout near my home I can look across the Town of Dundas, across the City of Hamilton and over to the CHCH-TV tower east of Hamilton. It's hard to imagine that the man who lives over there, say on Mud Street in Saltfleet, has any real concern about my children's school, as I have little real concern for his. Yet if I want to change my school system, I have to convince, among others, the trustee elected by the people in Saltfleet. Little wonder that parents in the County feel it is becoming impossible to affect the course of that one tier system.

Today the seven schools in our Township are not better than they were under the local Township board. The teachers are not noticeably better than they were under the local board. The programmes are little improved, but the number of senior non-teaching administrators has increased. Many of us have real doubts that the present one tier school government is better able to respond to our wishes and needs.

A one tier system of municipal government would be even more disastrous as it would remove further from local communities, both in the City of Hamilton and in the County, the ability to set the standards for their own life styles. It has become painfully obvious that the larger the unit of government, the more effective power transferred to civil servants and the less effective power in the hands of the citizens. And in the Councils, the larger the unit the more you find power blocks and the old practice of "you back me today, I back you tomorrow". We might instead start to look for a system that will give good government to the family at Ottawa and Cannon in Hamilton as well as it does for the family on Wilson Street in Ancaster. That involves looking at the entire area to see if there are now identifiable communities to be served.

The Major defect in most proposals, including the most recent provincial proposal, is that the city limits of Hamilton are treated as fixed and permanent. But the boundaries of the City of Hamilton were not set by God. They were defined over a number of years by the Ontario Municipal Board in response to the needs of sewer and water service.





in the burrough on local facilities such as parks and recreation, and to have a say in local planning and clearly local services. Each burrough would have one ward for every 20,000 people and one Alderman for each ward. Two Aldermen per ward is a real waste. Following the Winnipeg precedent each Alderman might be a chairman of a ward community council.

All Aldermen from all wards in the region would form the Regional Council. This would create a regional council of approximately 20 Aldermen. All civil servants would be employed by the regional council.

The regional council would handle regional services such as assessment, taxation, police, fire, sewer-water, regional planning, garbage, industrial development, health and welfare and major road services.

The question of efficiency and cost is not really an issue. There will not be a reduction in the cost of government by eliminating the small local municipalities. To the contrary, I am convinced that generally speaking, Dundas, Ancaster, Saltfleet, and West Flamboro now perform municipal services at a lower unit cost than the large monolithic bureaucracy I was privileged to be a part of.

Elimination of the Board of Control, election of the Chairman by the regional council, accountability of the regional staff to burrough councils, these are all matters which can be worked out in due course.

In judging the proposals for a county wide one tier system the citizens should take a close look at the agendas for the present council meetings in Hamilton. Members of that council are barely able to keep up with the number and variety of issues and problems facing the City every week. With a one tier system stretching across the rest of the County, the regional council members would be unable to cope with the major regional issues as well as the local problems and the problems of making a 100 million dollar service organization run smoothly. There will be little time available to pay real attention to the kind of local issues that make a real difference in how we live. One of the hardest things I had to cope with as a member of Council was the realization that I could not deal with more than half of the problems that crossed my desk. Fewer councillors to deal with more problems will not improve the system.

A great deal of caution should be exercised by the citizens in judging the positions taken by the incumbent councils. Any change to established power structures is in the nature of things bound to cause some anxiety. But if the people want a system that will work for them over the next generation I am deeply convinced that they should insist on the creation, both in the City and in the County, of units of government that the citizens can effectively control, or at least influence.

Yours very truly,

HT:al

Herman Turkstra





4.  
THINK ABOUT A SPECIFIC AREA.

THE STRATHCONA NEIGHBOURHOOD IN THE CITY OF HAMILTON.

IT HAS WELL DEFINED BOUNDARIES

- A) MAIN STREET ON THE SOUTH
- B) QUEEN STREET ON THE EAST
- C) THE MAIN CNR TRACK ON THE NORTH
- D) HWY. 403 ON THE WEST

ALTOGETHER 126 ACRES OF RESIDENTIAL LAND.

IT HAS A WELL DEFINED POPULATION.

OUR LATEST FIGURES SHOW THAT 8,300 PEOPLE  
LIVED ON THOSE 126 ACRES.

NOW USE YOUR IMAGINATION

AND TAKE THAT NEIGHBOURHOOD

TAKE THE PEOPLE

AND MOVE THEM AROUND ON THE MAP OF ONTARIO.

MOVE THEM 60 MILES SOUTH AND YOU HAVE FORT ERIE

100 " NORTH " " " MARKHAM

150 " NORTHEAST " " " PARRY SOUND





MOVE THEM NEAR OTTAWA AND YOU HAVE PERTH

" " ACROSS THE VALLEY " " HALF OF DUNDAS

" " 5 MILES EAST " " " STONEY CREEK

THERE ARE SOME BASIC DIFFERENCES BETWEEN

WATERDOWN - POPULATION 1,935

ELORA - POPULATION 1,644

ANCASTER - POPULATION 15,350

CALEDONIA - POPULATION 2,725

DUKAS - POPULATION 15,001

FORT ERIE - POPULATION 9,793

GODERICH - POPULATION 6,710

ON THE ONE HAND

AND STRATHCONA ON THE OTHER

MOST OF THE PLACES I'VE LISTED HAVE

LESS POLLUTION

LESS NOISE

MORE SPACE

LOWER HOUSING COSTS





AND THEY OFTEN HAVE

LESS EMPLOYMENT OPPORTUNITIES

LESS EDUCATION OPPORTUNITIES

LESS ENTERTAINMENT FACILITIES

LESS ACTION

CONSIDER THE COMPARISON IN POLITICAL POWER

IF YOU LIVE IN ELORA YOU HAVE  $1/1700$  OF  
THE POWER TO ELECT CITY COUNCIL  
AND  $1/1700$  OF THE POWER TO CONTROL

WHERE THE STREETS GO

HOW THE MONEY IS SPENT

HOW LANDS ARE ZONED

NOW MOVE FROM ELORA TO STRATHCONA AND YOU  
HAVE  $1/300,000$  OF THE TOTAL POWER TO  
ELECT CITY COUNCIL AND  $1/300,000$   
OF THE POWER TO SAY

WHERE THE PARKING WILL BE

WHERE THE PARKS WILL BE

WHERE THE INDUSTRY WILL GO

WHAT STREETS WILL BE FIXED

WHICH STREETS WILL BE WIDENED.





AND WHEN 150 PEOPLE FORM A CITIZEN ACTION  
GROUP IN ELORA THEY REPRESENT EASILY 10%  
OF THE TOTAL POPULATION  
AND PROBABLY 25% OF THE VOTERS.

BUT WHEN 150 PEOPLE FORM A CITIZEN ACTION  
GROUP IN HAMILTON THEY REPRESENT  
.05% OF THE TOTAL POPULATION.

MANY OF YOU KNOW THAT WE HAVE STARTED  
ON A NEW TECHNIQUE TO PLAN THE OLD DOWNTOWN  
NEIGHBOURHOODS.

THE TECHNIQUE INVOLVES RECRUITING CITIZENS COMMITTEES  
OF RESIDENTS IN EACH NEIGHBOURHOOD.

AT ONE CITIZEN'S COMMITTEE MEETING I TALKED TO A LADY  
WHO HAD LIVED BESIDE THE DOWNTOWN BUSINESS  
SECTION FOR 20 YEARS.

SHE COMPLAINED THAT NOTHING HAD BEEN DONE FOR  
HER NEIGHBOURHOOD FOR 20 YEARS.





SHE HAD STOPPED FIGHTING

MORE THAN THAT

SHE HAD STOPPED TREATING HER CITY HALL

HER CITY COUNCIL

HER CIVIL SERVANTS

SHE HAD STOPPED TREATING THEM ALL AS HAVING

ANYTHING PRODUCTIVE TO DO WITH HER FAMILY'S LIFE.

WHAT WILL SHE TEACH HER CHILDREN

ABOUT GOVERNMENT

ABOUT VOTING

ABOUT POLITICIANS

ABOUT COMMUNITY SERVICE

THERE ARE TWO THINGS THAT HAVE TO HAPPEN

THAT ARE ABSOLUTELY ESSENTIAL TO MAKING AND KEEPING

THE BIG CITY A PLACE TO ENJOY LIVING

A PLACE WHERE THE WHOLE POPULATION

NOT JUST THE TOP 25%

OR THE TOP 75%

EXIST COMFORTABLY

BUT A PLACE WHERE THE WHOLE POPULATION

TREATS THE CITY AS THEIR PERSONAL ASSET.





FIRST WE HAVE TO DEVELOP LINKS BETWEEN  
THE PEOPLE AND THE GOVERNMENT THAT WORK  
TO PRODUCE RESULTS AND RESPONSE.

THEN WE HAVE TO ENCOURAGE THE GROWTH OF GUTS  
TO FERTILIZE THE PEOPLE WITH COMMITMENT  
TO GET PEOPLE TO HANG IN FOR THE COMMUNITY.

THE FORMAT FOR THE LINKS IS RELATIVELY EASY.  
MOST OF THE CONCEPTS ALREADY EXIST IN PUBLIC VIEW.

8,000 PEOPLE LIVING IN STRATHCONA SHOULD NOT  
BE LESS POWERFUL THAN 1,900 PEOPLE IN WATERDOWN.

IF 1,900 PEOPLE IN WATERDOWN CAN ELECT THEIR OWN COUNCIL  
THEN WHY NOT 8,000 PEOPLE IN STRATHCONA.

IF 7,000 PEOPLE IN STONEY CREEK CAN CONTROL THEIR  
OWN TAX DOLLARS WHY CAN'T 8,000 PEOPLE IN  
STRATHCONA HAVE SOME SAY IN SOME OF THEIR OWN MONEY.





IF 15,000 PEOPLE IN DUNDAS CAN CONTROL WHETHER OR  
NOT KING STREET IS WIDENED THROUGH THE HEART OF DUNDAS  
WHY CAN'T 8,000 PEOPLE IN STRATHCONA HAVE SOME REAL VOICE  
IN THE WIDENING OF YORK STREET.

WELL YOU'LL GET AN ANSWER THAT THE 8,000  
PEOPLE, ALONG WITH THOUSANDS OF OTHERS IN WESTDALE  
AND IN THE SOUTH WEST AREA AROUND ABERDEEN  
HAVE DELEGATED THAT POWER TO TWO MEN CALLED ALDERMEN.

TWO MEN OUT OF 21.

AND THAT DELEGATION HAS PRODUCED DISILLUSIONMENT  
DISCONTENT  
ALIENATION

BUREAUCRATIC DEPRESIVENESS

ORGANIZATIONAL PARALYSIS

SURFACE TREATMENT OF MAJOR ISSUES

NEW WORSHIP OF LEADERS - DOUBLE THINK

LUNATIC CAMPAIGNING ON A BASIS OF SLICKNESS AND GLAMOUR.





WHO IN YOUR NEIGHBOURHOOD KNOWS

- WHAT I'VE BEEN DOING FOR THE LAST 18 MONTHS
- HOW WELL YOUR NEIGHBOURHOOD IS SERVICED
- WHAT THE ENGINEERING DEPARTMENT IS PLANNING FOR YOU  
NEXT OR THE PLANNING DEPARTMENT PLANNING.

I KNOW AND EVERY MEMBER OF COUNCIL KNOWS

THAT OUTSIDE OF CITY HALL

NOBODY REALLY KNOWS WHETHER OR NOT ANY OF US ARE  
DOING A GOOD JOB

- THEY HAVE NO WAY OF FOLLOWING OUR ACTIONS  
TO SEE WHETHER THE TALKING PRODUCES RESULTS
- WHETHER ALL THE MEETINGS PRODUCED ANYTHING

A PROPERLY RUN COMMUNITY COUNCIL

WITH CLEARLY DEFINED BOUNDARIES

WITH AN AREA WIDE ELECTION OF OFFICES

WITH ITS PRESIDENT ALSO THE ALDERMAN

WITH THE RIGHT TO INFLUENCE THE SPENDING OF PUBLIC FUNDS

IN ITS OWN AREA

WITH A RIGHT TO REQUIRE CIVIL SERVANTS TO COME TO THEIR MEETINGS

TO REPORT ON ANY ACTIVITIES AND PLANS

WITH THE RIGHT TO REQUIRE THE LOCAL SCHOOL PRINCIPALS TO

RELATE PUBLICLY TO AREA PARENTS





WITH FUNDS TO ADMINISTER LOCAL SOCIAL AND RECREATIONAL  
PROGRAMMES BASED ON LOCAL DEFINED PRIORITIES  
WITH THE GUTS AND STRENGTH TO BARGAIN WITH THE REST OF THE CITY  
ON TRADEOFFS WHEN MAJOR TRUNK PROJECTS ARE INVOLVED.

AND MORE IMPORTANTLY IT WILL HELP RESTORE SOME BALANCE TO THE  
STRUGGLE TO INFLUENCE THE GOVERNMENT STRUCTURE.

BECAUSE IF YOU ARE A MAN

AGED 45

WORKING AT SAY FIRESTONE

MARRIED

Earning  
CARRY PERHAPS 9,000 A YEAR

AND RAISING TWO OR THREE CHILDREN

YOU CAN'T TAKE THE TRAFFIC DIRECTOR TO LUNCH  
OR RAISE \$1500 FROM 5 OR 6 FRIENDS FOR A CONTROLLER'S ELECTION  
OR THROW A FIRM PARTY AND INVITE THE ENGINEERING STAFF

NONE OF THIS IS ILLEGAL

NONE OF WHICH IS CORRUPTION

ALL OF IT SIMPLE TRADITIONAL TRIBULATIONS LUBRICATION





AND 10 MEN LIKE YOU CAN'T AFFORD TO HIRE A  
PLANNER TO SEE WHY THE CALCULATIONS MADE  
BY THE PLANNER HIRED BY THE COMBINED RESOURCES  
OF 300,000 PEOPLE IS CORRECT OR JUST WINDOW DRESSING.

BUT MOVE TOGETHER

GET A STRUCTURE THAT GIVES YOU STATUS

GET COMMUNITY CONTROL OF A LITTLE CASH FLOW AND SOME FACILITIES

- THEN YOU ARE ON YOUR WAY TO BUILDING A COMMUNITY ORGANIZATION  
THAT WILL BUILD A RESPONSIVE BIG GOVERNMENT  
THAT WILL KEEP YOUR INTEREST  
THAT WILL BIRD DOG YOUR ELECTED REPRESENTATIVES TO  
SEE IF THEY ARE DOING A PROPER JOB  
THAT WILL HELP REDUCE ELECTIONS BASED ON IMAGERY

AND IF YOU <sup>WANT</sup> ~~GET~~ THESE THINGS

ALL YOU NEED ARE MEMBERS AND OFFICERS WITH CONVICTION  
TO GET STARTED AND KEEP GOING

WHO DON'T LET THE FIRST REFUSAL PUT THEM DOWN

AND WHO UNDERSTAND THAT THE MEETINGS ARE ESSENTIAL

AND CAN EXPLAIN IT SATISFACTORILY TO THEIR WIVES OR HUSBANDS





PEOPLE WHO DON'T SHRINK AWAY WHEN THEY ARE YELLED AT  
WHO STAY THERE AND KEEP ON PRESSING BECAUSE THEY ARE  
BUILDING THEIR OWN COMMUNITY

WHO WILL TAKE A COUPLE OF NIGHTS OR WEEKENDS TO WORK  
THROUGH A PROBLEM SO THAT WHEN THEY APPEAR  
PUBLICLY THEY DO NOT VOICE EMPTY SLOGANS

IT HAS BEEN DONE.

THEY ARE DOING IT IN WINNIPEG.

THE RALSTON MANOR GROUP DID IT.

THE SPADINA PEOPLE DID IT.

THE SUPERIOR AVENUE RESIDENTS DID IT.

NOT JUST PLACARDS

NOT JUST PICKETS

NOT JUST CONFRONTATION AND SHOUTING

BUT TOUGH ARGUMENTS BASED ON FACT.

WELL THAT'S TELLING COMMUNITY COUNCILS THAT THE  
TIME HAS COME TO ASSUME A REAL ROLE IN  
IMPROVING THE QUALITY OF LIFE IN THE CITY.





THAT THEY HAVE TO BE GEARED TO ACTION IN THE POLITICAL ARENA

- TO TAKE A ROLE IN INFORMATION FLOW
- TO MOVE OFF THE PRETTY RECREATION CENTRE ADVISORY BOARD SEAT
- TO HELP CITY HALL IN CONTROLLING THE CITY'S RESOURCES

THAT YOU ARE THE LOGICAL FORMAT TO DEVELOP RESPONSIBLE CITIZENSHIP  
AND THE BASIS OF RESPONSIVE GOVERNMENT IN A 300,000<sup>POPULATION</sup> LIVELY CITY.  
A





It is unconceivable that an area with the number of experienced council members and staff and a population of 500,000 is not capable of drafting its own constitution.

This expression of the design of our future form of government is the single most important challenge facing council members in this area and it should not be left to civil servants in Toronto but should be the careful considered judgment of the best available minds in this area.

#### Policy Position I.

The form, structure and responsibility of the Hamilton-Wentworth Regional Government should be settled in the first instance by the local councils, their staffs, with whatever help can be obtained from interested citizens.





## Policy Position II

At least in the beginning Burlington should not be included in the Hamilton-Wentworth Regional Government but some thought should be given to including Caledonia as outlined on Alternative C in the Haldimand Norfolk Study.

Numerical balance between different municipalities will not be as effective in protecting local interests as will be the ability and perserverance of the members sent to the regional council.





## II

Regional government is inevitable because of the strong desire of the provincial government to reduce the number of municipal governments. From a municipal local short term cost-benefit point of view, there often seems little to recommend regional government.

It is, therefore, important to ensure that local municipalities use the opportunity given by the creation of regional government to build a form of local government that is strong and able to assume a greater responsibility than the range of power given existing municipal governments.

To try to ensure that our regional government is effective and strong, it must be cohesive and as things presently stand the Burlington council, its staff and a large percentage of the Burlington population do not wish to join Hamilton and Wentworth in a new regional organization.

To fly in the face of that deep seated antagonism is to create a very serious risk of years of bitterness in regional council. This could produce a divisiveness that will prevent the new regional government from becoming a really effective strong local government able to accept a broad range of policy making powers.





### III

Regional government must be at least as responsive to local needs as the present system. Ideally, we should try to design a system even more responsive as part of a continuing task of developing increased interest in local government and reducing popular alienation from an anonymous and unidentifiable amorphous mass in some far off place.

A one tier government would not, as things presently stand, be as responsive as those proposals which retain at least some of the local institutions to which many people relate in a very effective fashion.

#### Policy Position III

A two tier system is clearly better for this area and we should not be used as the place in Ontario to experiment with one tier regional government.





## APPENDIX 2

The Major Responsibilities of Municipal Government

At present, cities, towns, villages, townships, counties and regional municipalities all have somewhat different powers and responsibilities. Also, some municipal responsibilities are exercised directly (by council) and others indirectly (through commissions, joint boards, etc.). Also, some responsibilities are shared with the provincial government and most are subject to some form of provincial control. However, the following are the major functions for which, in a general sense, municipal government is wholly or partly responsible.

A. Finance and Administration

- A.1 Budgeting and financial planning
- A.2 Taxation of property
- A.3 Capital borrowing
- A.4 Collection of fines
- A.5 Licensing

B. Planning

- B.1 Official plans
- B.2 Zoning
- B.3 Subdivision control
- B.4 Urban renewal
- B.5 Rural rehabilitation

C. Public Works and Utilities

- C.1 Water supply
- C.2 Water distribution
- C.3 Sewers
- C.4 Sewage treatment
- C.5 Garbage collection
- C.6 Garbage disposal
- C.7 Roads and streets
- C.8 Traffic control
- C.9 Public transportation
- C.10 Supply of electricity to consumers.

....





D. Protection of Persons and Property

- D.1 Police
- D.2 Fire protection
- D.3 Emergency services

E. Health, Social Services and Housing

- E.1 Hospitals
- E.2 Public health
- E.3 Homes for the aged
- E.4 Child welfare
- E.5 Public welfare
- E.6 Care of indigents
- E.7 Public housing

F. Recreation, Community Facilities, Conservation

- F.1 Parks
- F.2 Conservation (Appointment of Members to Conservation Authority)
- F.3 Community centres, etc.
- F.4 Museums, Libraries, etc.
- F.5 Recreation programs



# A P P E N D I X 3

## Four Regional/District Municipalities:

### A Summary of their Structure and Major Responsibilities

(All four are "two-tier" systems)

| Municipality                             | Composed of                            | Regional Council                                                                                                                                                                                                                                                                                                                                                                           | Major "upper-tier" responsibilities<br>(this list is keyed to Appendix 2)<br>(*function shared with local municipalities)    |
|------------------------------------------|----------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------|
| Regional Municipality of Ottawa-Carleton | 2 cities<br>3 villages<br>11 townships | <p>31 members composed of:</p> <p>(1) Chairman</p> <p>(2) Heads of council of most municipalities<br/>(Total: 11)</p> <p>(3) 19 additional members drawn from local councils.</p> <p>Three year term of office.</p> <p>Chairman: First chairman appointed by Lt.-Gov. in Council to serve for the first term of office. Subsequently the chairman is selected by the Regional Council.</p> | <p>*A.1 *B.1 C.1 D.3 E.1 F.2</p> <p>*A.2 *B.3 C.2 E.2</p> <p>A.3 *C.3 E.3</p> <p>C.4 E.4</p> <p>*C.7 E.5</p> <p>*C.8 E.6</p> |





| Municipality                     | Composed of                                              | Regional Council                                                                                                                                                                                                                                                           | Major "upper-tier" responsibilities.<br>(This list is keyed to Appendix 2)<br>(*function shared with local municipalities) |
|----------------------------------|----------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------|
| Regional Municipality of York    | 6 towns<br>3 townships<br>(10 police villages dissolved) | 17 members composed of:<br>(1) Chairman<br>(2) Head of each local council (Total: 9)<br>(3) 7 additional members elected to serve on both the regional and local councils.<br><br>Two year term of office.<br><br>Chairman: Same method of appointment as Ottawa-Carleton. | *A.1 *B.1 C.1 D.1 E.1 F.2<br>*A.2 *B.3 *C.2 D.3 E.2<br>A.3 *C.3 D.3 E.3<br>C.4 E.4<br>*C.7 E.5<br>*C.8 E.6                 |
| District Municipality of Muskoka | 3 towns<br>3 townships                                   | 23 members composed of:<br>(1) Chairman<br>(2) Head of each local council (Total: 6)<br>(3) 16 additional members drawn from local councils.<br><br>Two year term of office.<br><br>Chairman: Same method of appointment as Ottawa-Carleton                                | *A.1 *B.1 *C.3 D.1 E.1 F.2<br>*A.2 *B.3 C.4 D.3 E.2<br>A.3 *C.7 E.3<br>*C.8 E.4<br>E.5<br>E.6                              |





| Municipality                     | Composed of                                                                            | Regional Council                                                                                                                                                                                                                                                                                                                                                    | Major "upper-tier" responsibilities<br>(this list is keyed to Appendix 2)<br>(*function shared with local municipalities)                                                                                              |
|----------------------------------|----------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Regional Municipality of Niagara | <p>4 cities</p> <p>6 towns</p> <p>(7 police villages dissolved)</p> <p>2 townships</p> | <p>29 members composed of:</p> <p>(1) Chairman</p> <p>(2) Head of each local council (Total: 12)</p> <p>(3) 16 additional members directly elected to regional council from local area municipalities.</p> <p>Two year terms of office. (after an initial three year term for the first council)</p> <p>Chairman: same method of appointment as Ottawa-Carleton</p> | <p>*A.1    *B.1    C.1    D.1    E.1    F.2</p> <p>*A.2    *B.3    *C.2    D.3    E.2</p> <p>A.3        *C.3    E.3</p> <p>             C.4    E.4</p> <p>             *C.7    E.5</p> <p>             *C.8    E.6</p> |



# APPENDIX 4

## Regional Municipality of Niagara

### Data on Representation

| Area Municipality   | Estimated<br>Population<br>1969 | Representation<br>on Regional<br>Council | No. of Citizens<br>Represented by<br>One Council<br>Vote | Percentage of<br>Total Regional<br>Council Votes | Percentage<br>of Total<br>Regional<br>Population |
|---------------------|---------------------------------|------------------------------------------|----------------------------------------------------------|--------------------------------------------------|--------------------------------------------------|
| St. Catharines      | 105,906                         | 6                                        | 17,651                                                   | 21.4                                             | 31.5                                             |
| Niagara Falls       | 64,052                          | 4                                        | 16,013                                                   | 14.3                                             | 19.0                                             |
| Welland             | 43,706                          | 3                                        | 14,569                                                   | 10.7                                             | 13.0                                             |
| Fort Erie           | 22,407                          | 2                                        | 11,204                                                   | 7.1                                              | 6.7                                              |
| Port Colborne       | 21,760                          | 2                                        | 10,880                                                   | 7.1                                              | 6.5                                              |
| Thorold             | 15,392                          | 2                                        | 7,696                                                    | 7.1                                              | 4.6                                              |
| Grimsby             | 14,511                          | 2                                        | 7,256                                                    | 7.1                                              | 4.3                                              |
| Lincoln             | 13,580                          | 2                                        | 6,790                                                    | 7.1                                              | 4.0                                              |
| Niagara-on-the-Lake | 12,258                          | 2                                        | 6,129                                                    | 7.1                                              | 3.6                                              |
| Pelham              | 9,776                           | 1                                        | 9,776                                                    | 3.6                                              | 2.9                                              |
| West Lincoln        | 7,904                           | 1                                        | 7,904                                                    | 3.6                                              | 2.3                                              |
| Wainfleet           | 5,273                           | 1                                        | 5,273                                                    | 3.6                                              | 1.6                                              |
| Total:              | 336,525                         | 28 (Excluding Chairman)                  |                                                          |                                                  |                                                  |

Percentage may not total 100% due to rounding

Source: Ontario Department of Municipal Affairs





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| Total:              | 336,525                         | 28 (Excluding Chairman)                  |                                                          |                                                  |                                                  |

Percentage may not total 100% due to rounding

Source: Ontario Department of Municipal Affairs





# ISSUES

## Let's draft a constitution for our local government

By HERMAN TURKSTRA  
(A Member of the Hamilton City Council)

**I**N THE FIELD of municipal government, a major disgrace of the Sixties was the loss of authority through default and inaction by local governments. The challenge of the Seventies is to regain that authority and make it responsible to the people of the cities and towns.

There could be no better place to start than in the drafting of a local government constitution for our own region.

On August 27, 1967, the Government of Ontario decided to obtain a definitive study of the Hamilton-Burlington area. Since then we have acquired more reference material on the nature of our municipal life and government than probably any other people in history. The United States constitution was drafted with less in-depth study.

Despite all this, the municipalities in this area or rather, we the people of the municipalities of this area have sat back like little children waiting for Bid Daddy to tell us how we will run our affairs for at least the next generation. People who really valued democracy would not have let this happen.

The time has come for the area municipalities to get together, on their own, to determine among themselves the nature and structure of regional government and to present an agreed-on package to the provincial government with a firm request to enact that package into legislation, promptly.

Why should civil servants in Toronto define our municipal constitution? We have a population larger than Prince Edward Island, whose people are left to organize internal affairs on their own initiative. We have enough talent here to do the job for ourselves.

### PROGRESS

There has already been a good deal of progress on the

- In this article, Herman Turkstra, a newly elected city controller, sets down his thoughts on regional government. Issues is an open forum for all readers. If you would like to comment on this article or if you have an article, of 1,000 words or less, you think suitable for this column, send it to Issues, care of The Spectator, Hamilton 20.

institutional level. Just this month the Dundas and Hamilton Chambers of Commerce merged. The United Appeal encompasses all the area around the Harbor. The Wentworth County and Hamilton Health Units are merged. The City appoints a representative to the County Planning Board. The Conservation Authority serves and is representative of a large and diverse area. The list goes on.

It's time for us to put our municipal government together ourselves. An area conference of mayors and should be called now, under should be called new, under the chairmanship of a patient and diplomatic mediator (he, if necessary, would be the only non-resident allowed in) and our own program for regional government gotten underway.

### IMPORTANCE

In some way we have forgotten the importance of local government and its ability to contribute directly to our style of living. Provincial governments are in principle unnecessary. They present a horrible duplication of work done either at the federal or the local level. The resultant cost to the taxpayers for 10 provincial governments is a national disgrace. But because municipalities would not control air pollution, a province stepped in. Because municipalities would not coordinate planning, a provincial government stepped in. Because municipalities overspent and failed to plan their financial affairs well, the province stepped in. Provincial governments have grown to fill the lack of action at the local level.

Local government is close to its constituents, clearly the most democratic in both the best and worse sense. Provincial governments, on the other

hand, tend to be often unresponsive and technocratic.

### DEFAULT

It is time to stop losing the effectiveness of local government to the provincial level by default. Certainly in the area of drafting our own constitution, we should be prepared to do the job for ourselves.

There are many available resources of background information: The Steele Report, the local government studies of such organizations as the Chamber of Commerce. The Weatherston Report, the County and City Briefs to the Steele Commission.

At an area conference of local municipalities, the heads of local government should sit around a table, formally start the negotiating machinery, then direct their civil servants to work speedily to settle the details of putting the whole thing together.

The possibility of having the result approved by referendum should not be overlooked. And we should not confine our consideration to the powers we have left today. A strong regional government can legitimately demand the return of its planning and fiscal powers.

This process of drafting a constitution should be carried on here, in the open, where the press can keep the citizens informed of progress and a flow of comment, criticism, and suggestion started from the people whose lives will be most directly affected.

An anonymous body of civil servants in Toronto have no business processing the value judgments that have to be made day by day as the structure is developed.

A government that does not formulate its own constitution is a colony.



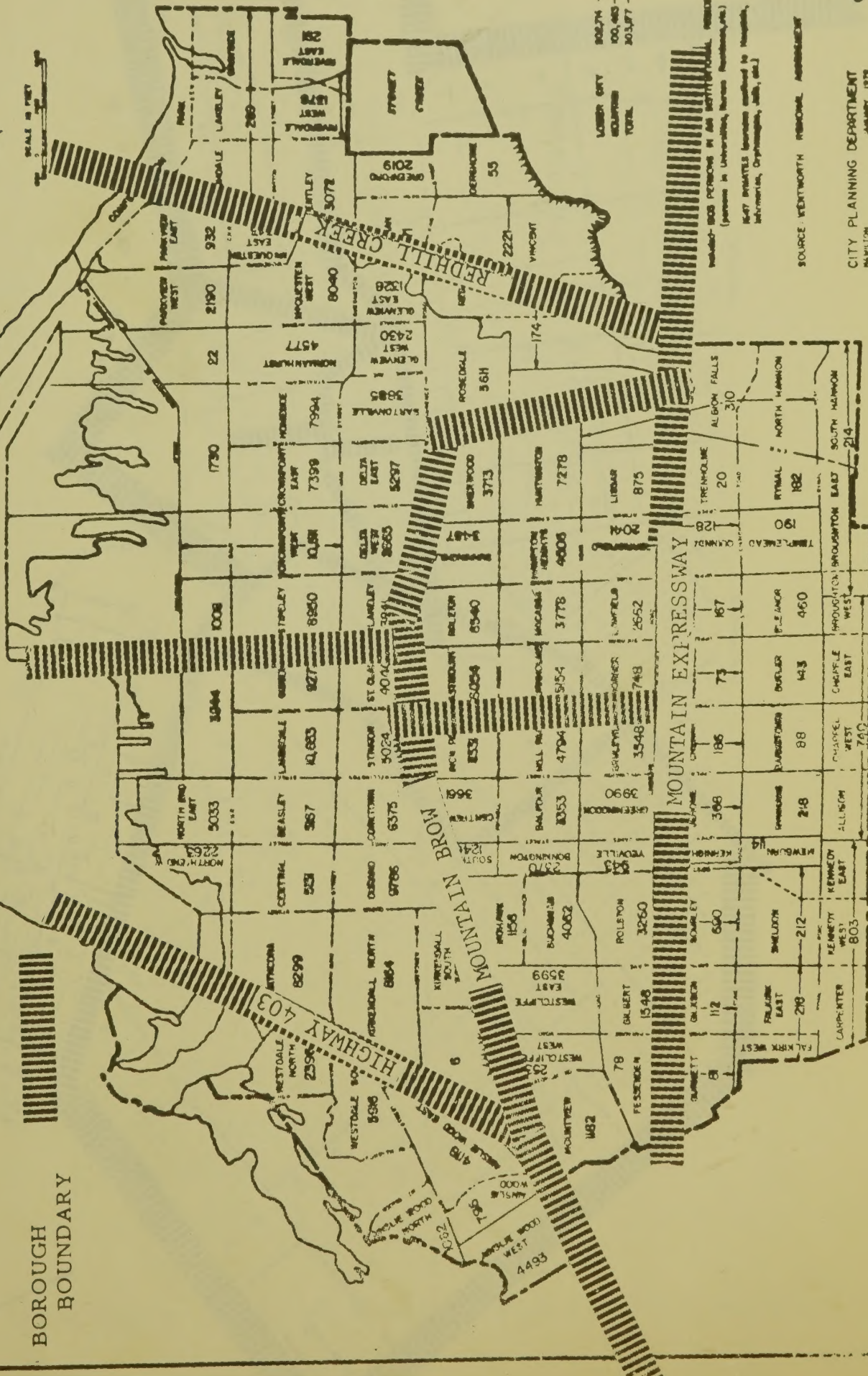
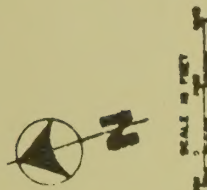




# 1971 POPULATION STATISTICS

ASSESSMENT BLOCK AREAS

BOROUGH  
BOUNDARY



LOUIS CITY 802.74 - 87%  
KENTON 100,483 - 33%  
TOTAL 303,877 - 100%

INCLUDED: 800 PERSONS IN AN ADJUTANT GENERAL RESIDENCE,  
(persons in University, Bureau Residences, etc.)  
EXCLUDED: 100 PERSONS (persons in University, Bureau Residences, etc.)

SOURCE: KENTON NORTH REGIONAL ASSESSMENT

CITY PLANNING DEPARTMENT  
JANUARY 1974

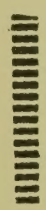




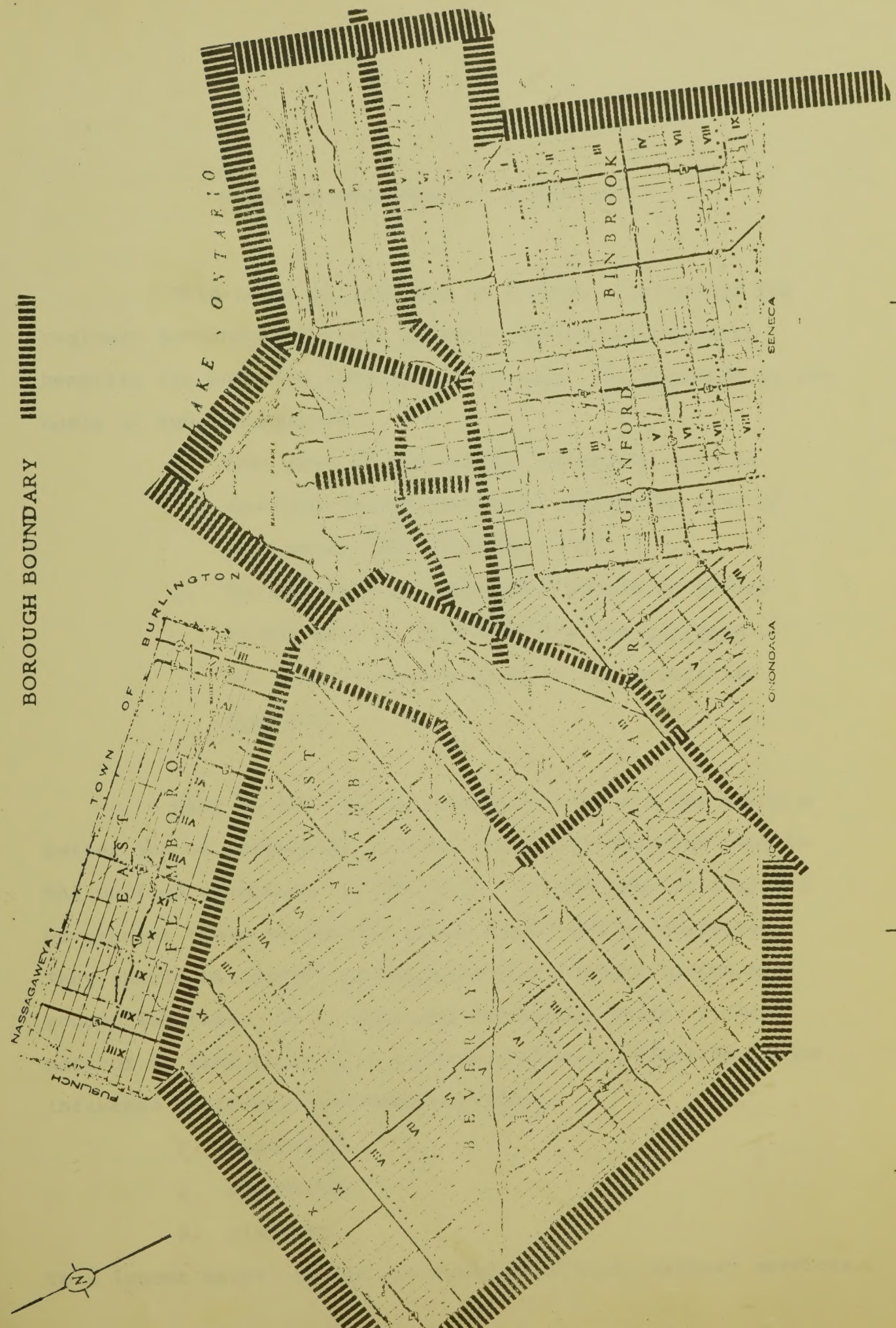




REGION BOUNDARY



BOROUGH BOUNDARY







## REGIONAL GOVERNMENT - OPTION III

This paper is intended to outline a structure for regional government for the Hamilton Wentworth area with benefits for both the city and the county. It proceeds on the basis of two assumptions:

1. That none of the current proposals will do anything significantly to reduce the cost of government; and therefore that
2. The new form of government should be judged by how well it will work for its citizens... how well it will respond to the priorities they set.

Many of the smaller municipalities are now doing a better job of responding to local community concerns than is the unified government of Hamilton. In the name of regional government these successful units should not be destroyed. They should be copied. A comprehensive borough system will accomplish this. On a local and individual basis, I think most of us want to be able to have a direct, effective, major influence on three government services:

1. education
2. recreation
3. planning.

To a lesser extent we are concerned with local highway services.





The rest, tax collection, assessment, water lines, sewage systems, garbage disposal, nearly all road building, social services, major cultural activities, public transportation, hydro, industrial development, public housing, public health, licensing, police and fire services, all of these are largely impersonal, and our common general concern is that they provided efficiently and at the least cost. This division of interest is best served by a two tier comprehensive borough system.

Under this type of local government, the two crucial municipal items would be given exclusively to a borough council. All the rest would be given to the metropolitan council. Hamilton and the County would be divided into boroughs and wards as follows:

The boroughs in the County might well be as proposed by the Province. In the City the boroughs might be West Hamilton (Hwy. 403 to City limits), Hamilton Centre-West (Gage Avenue West to Hwy. 403), Hamilton Centre-East (Red Hill Creek to Gage Avenue); East of the Red Hill Creek is indistinguishable from Saltfleet or Stoney Creek and might be part of that borough; Hamilton Mountain East (North of the Freeway, East of Wellington or James); Hamilton Mountain West (North of the Freeway, West of James Street) and South Mountain - Glanford (all South of the Freeway).

Each borough would be divided into wards of approximately 20,000 people and would thus have two or three representatives on the metropolitan council, making up metropolitan council of not more than 18, a workable number. The borough council would average 3 to 5 members and would have no staff, but the metropolitan department heads would be required to attend meetings





of the borough council and explain in advance plans for the borough of effecting the borough.

The borough councils would be given a specified share of the general tax levy to spend on recreation in the borough. A recreation director and a planner for each borough would be answerable to the borough council, as a professional to his client. The borough council would have an education committee, a recreation committee and a planning committee, each requiring one more citizen than elected member, the committee reports requiring borough council approval before action.

The metropolitan council would have a chairman chosen by the council and an executive committee, with hopefully not more than 5 standing committees, also selected by council from its own members. A suggested boundary plan is attached.

Finally there is the problem of tying the borough council into municipal services. At the present time, several operating departments in Hamilton are decentralizing into districts (for efficiency). For example, road crews, hydro, garbage collection, police and fire. If things work out well, the social services will decentralize. These operating divisions should coincide with the borough boundaries, utilizing existing municipal buildings and creating good levels of communication with borough councillors, without building competing empires.





This structure will allow the tax base to be shared across the region accomplishing the major provincial goal of financial incentive toward good regional planning.

What is important in the result is that the man or woman living at Sherman and Wilson will have a manageable-size, identifiable unit of government to deal with. They will then enjoy having the privilege that people in Ancaster, Dundas, and Saltfleet have had for years.





# HALDIMAND NORFOLK STUDY • ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS TOWARDS A NEW SYSTEM OF LOCAL GOVERNMENT

"So one must start by asking: What is municipal government? Or perhaps better: Why is municipal government? Why should a provincial government transfer some of its own constitutional powers to locally elected councils?

In essence, the reasons are twofold.

First, there are practical considerations applying to the provision of certain kinds of service. Physical and economic factors dictate that some services be provided on a local basis -- water supply and sewerage being good examples. Other services such as firefighting or the development of neighbourhood parks are likely to be provided more effectively at a local than at the provincial level.

The second, and arguably much the more important justification for local government, is its role as an essential component of a democratic system. This role can hardly be described better than it was by the Maud Commission, which substituted "provincial" for "national": "The importance of local government lies in the fact that it is the means by which people can provide services for themselves; can take an active and constructive part in the business of government; and can decide for themselves, within the limits of what national policies and local resources allow, what kind of services they want and what kind of environment they prefer."















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